

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

PRESENTER: Let's talk about monitoring and evaluations. So where are we at in the planning process? Step 9. So, we can see, you know, what are we going to track? Social and economic indicators. Not only do you need to have money and people and the knowledge on how to do the impact analysis, now you got to monitor that stuff.

The objectives... we want to demonstrate the benefits of conducting social and economic monitoring, provides examples of indicators that could be monitored and make everyone happy that we've gotten through the nine steps in three days with not too much pain and suffering, but a little bit maybe.

Okay. So, Stuart, why don't you kind of carry us through the rest of this section.

PRESENTER: It's going to be quick, so blink and you'll miss it, all right?

We all know why we want to monitor, so I'll skip that. And I'm going to go through these and the next slides anyway, so I'll skip that. I'm not messing with you. The focus of this is going to be two examples I have, one here and one up there, because we know that there's not a lot of money for social and economic monitoring and so this is a situation you will probably be less likely to run into in real life. So we're not going to dwell on it unnecessarily except to make a couple points. So there's -- you know, you can talk about -- if you're a monitoring geek, there's a lot of ways to talk monitoring, but we've just split it into four ways.

There's implementation monitoring, which says, okay, well, the plan said that we're

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

going to do this. Did we? And so these apply to social and economic variables as well as any others. So did we do what we say we were going to do?

Effectiveness monitoring says, okay, well, we did what we said we were going to. Is it having the effect that was anticipated? Is that action meeting our objectives? And there's examples under each of these which you can take a look at if you so desire.

There's validation monitoring which takes a look at our predictions and some of our base assumptions that we made as part of the social or economic impact assessment. We know economists make lots of assumptions in the models they develop -- John's giving me a thumbs-up. They feel comfortable with assumptions, but they also like to come back later and test whether those were valid assumptions, and sometimes that just takes time. And in the example of Joan's Dillon RMP, one of those pages in that set in the back of your document, and don't look for it, said -- it had a list of assumptions, and we like to make our assumptions very explicit. And when we don't know something, we make an assumption and we state it that it's an assumption, like if -- if there's some uncertainty about the level of population increase in an area, we might make an assumption and then base our impact analysis on that and then later on if our impact analysis is wrong and it's because the assumption was wrong, well, you know, it was an assumption. It was clearly stated, it was there, it was the best we could do at the time, you know, so we proceeded based on that. And validation monitoring just allows us to see whether those assumptions were accurate and allows us to change our model or our analysis as needed.

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

And then trend monitoring is a little different. This is just an example of how we sometimes want to just track general social trends, general economic trends in the project area. We want to know what's going on as social scientists and as economists and as planners and not just with BLM lands, not just with BLM actions, but the savvy planner will want to be aware of what's going on in the project area that could affect us, that could affect our jobs, that could affect actions we can take on BLM lands and what the net effect of those actions on society will be.

So those are some types of monitoring that we do. And earlier I said that there are unfortunately not that many examples of real good social monitoring that I can point to, but the ones that are there are incredibly valuable. So we try and add to this literature whenever we can, and one of the things I want to mention in conjunction with this, and I've already laid the groundwork for it by telling you about the swordfish closure and how it affected Vietnamese-American fishermen in Hawaii, and I just want to say a little about the original social impact assessment, and then we did some monitoring, and I want to tell you what we found and how it changed our view of the assessment and what it meant for fisheries management.

Well, the initial EIS, the social impact assessment in the EIS on the measures that were going to close this swordfish fishery focused on economic effects because you could make a set of assumptions and derive a set of effects fairly easily. So because that was the easiest course to take, it was taken in the EIS.

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

Now, for the social impacts it relied on a study of sugar cane workers who were laid off when the sugar cane fields were closed and when they were subdivided and developed and a number of sugar cane workers lost their jobs. So, you know, the setting was the same. It was Hawaii, but it was a very different type of employment. It was a very different type of individual involved comparing cane workers to long-line -- Vietnamese-American long-line fishermen, and even so, they hit some of the impacts correctly of there's a fairly standard literature on job loss and what that -- what types of social impacts that creates. It creates a lot of the same impacts we saw when I talked about the Exxon Valdez oil spill. There was more depression. There was more family violence. There's more scrambling to earn money and associated effects on the family and the household and on the individual who is laid off, and those psychological effects and immediate family effects were fairly well described.

The environmental justice issue was highlighted but the mechanisms available to the Vietnamese fishermen to cope with the closure, kind of the net effect on them of this disproportionate impact, weren't really described very well. And most of the analysis was at kind of the individual psychological level.

So they did the best they could with no data, but it really was not very informative. You knew that something negative was going to happen, but you weren't really sure what it was.

So what we did was in the subsequent couple of years after the swordfish closure we

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

spent a fair amount of time with the Vietnamese-American sector of the fleet talking to owners, captains, crew, family members, and we found that, yeah, the psychological effects were kind of as predicted, but that a whole lot of effects and a lot of them uniquely social in nature, and by social I mean groups of people and relationships, had been missed entirely. Family cohesion impacts, we saw a lot of evidence of that in terms of fishermen -- a lot of the fishermen moved their vessels to California and were fishing out of there where the swordfish fishery was still open. So they were gone for much longer periods of time. The fishermen's wives traveled a week or so a month to help their husbands, the fishermen, between trips. So they were gone. The fishing families are used to the husband being gone but not the wife and not the husband being gone for months at a time, just for one trip at a time. And fishing families learned to cope with that as a lifestyle. But this pushed it to a more extreme.

There was a lot of evidence of a loss of cohesion in the usually very tightly knit Vietnamese-American fishing community. There were a couple of different social networks within this community but they got together a lot, they had lots of celebrations when the fishing vessels would come back. The wives would hang out together. They'd take care of each other's children. It was a very closely knit community and when wives had to go to California, when wives had to take other jobs to supplement the household income, all of these established relationships within these Vietnamese communities were fractured.

The industry cohesion suffered. The long-line industry is under a fair amount of flak

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

globally because they're fairly effective at catching fish, and it's easy to describe the impacts of the fishery in horrible -- in horrible ways, but -- so the industry, you know, had kind of a history of kind of pulling together and trying to represent itself. There was a Hawaii Long-Line Association, which acted as a mouthpiece for the fishermen. And the closure of this particular fishery led a lot of the Vietnamese-Americans to also switch and go fishing for tuna, in which case put them in direct competition with the rest of the long-line fleet, which had traditionally fished for tuna. So suddenly there were more tuna on the market and there was a fear that tuna prices would drop. So the other long-line fishermen didn't like this. And then everybody was paying into a fund sponsored by the Hawaii Long-Line Association to try and help the Vietnamese-American sector fight the swordfish closure, and some of the other fishermen resented this. So in a number of different ways you saw this breakdown in the cohesion and ability of the industry to work together at a time when they really needed to because they were kind of under fire from a lot of different sectors.

So all of these had effects that were not predictable unless you were part of this community. Unless you did in-depth research with this community you would never observe these and never know they happened. And also what we learned was the mechanisms, the cause and effect relationships, the impact web. We could draw a very detailed impact web of cause and effects of what led to the family cohesion, how was it evident, what caused it, in what families was it the worst and why? And so this not only told us a lot about how we would -- about what happened to the Vietnamese-American community which could feedback into fisheries management, but you could see

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

instantly that it raised the bar for the next social impact assessment, didn't it? Because it's not going to be good enough to rely on some other industry's woes to predict what was going to happen with fishermen. We now know about the potential for all these other types of impacts. So the next time we do an SIA, we're going to look for those, right? So that is a real advantage of monitoring not just for management but for research and for social impact assessment.

Yes?

CLASS PARTICIPANT: [inaudible] learned this from the monitoring the next time around, wouldn't you build a mitigation [inaudible]

PRESENTER: Thank you for mentioning that, yeah. And certainly it can be used to try and help mitigate these impacts. But what I'll say about that, too, is that one of the mitigation strategies was to pay the Vietnamese about 30,000 per boat to help them convert their ship from a swordfish targeting ship to a tuna targeting ship if they so chose to, and that covered the cost of the conversion -- or the equipment. But it didn't cover the cost of the conversion, which was an additional cost. And it didn't come until a time when the -- when they would have already had to convert to keep fishing. And so boats that converted incurred additional debt and then they got the money later, but there was that lag, and they already had other debts which were rapidly accumulating because they weren't out fishing. So the actual costs of that conversion may or may not have been recouped due to the timing.

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

And the other mitigation strategy that had been suggested but not employed was a vessel buy-back policy, and we asked the fishermen about this, and it would not have been very successful in mitigating impacts. It might have helped economically, but there was no other fishery for these guys to go into, and they had moved to Hawaii from other places, and they loved Hawaii. It was the best place they'd ever fished for a number of different reasons. And they liked that lifestyle there. And so although a vessel buy-back program might provide partial social mitigation or partial economic mitigation, it would have been a social disaster, because this is all these guys do and this is all these families are used to, and they -- they are an adaptable group when it comes to fishing. You know, they are the masters, right? They were able to convert to tuna fishing without a lot of difficulty. But --

So we did find out that the mitigation strategy that was in place was not very effective and one that was considered but not implemented would not have been very good either. So, yes, we also learned about what types of mitigation strategies to propose next time.

The other example I'm going to give you, which is a little shorter, is a publication, and you can find it on TreeSearch. It's from the Pacific Northwest Research Station of the Forest Service, and it just came out last year, and it's called Northwest Forest Plan: The First 10 Years- Socioeconomic Monitoring of the Olympic National Forest and Three Local Communities. And again I'm just going to read you a couple lines from here and point out what we can learn from monitoring.

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

The greatest change was curtailment of timber harvest activities. This not only affected timber industry jobs and local communities but resulted in declining agency budgets and staff reductions. Right? Mitigation efforts varied. Ecosystem management contracts declined and shifted from labor-intensive to equipment-intensive activities.

So, you know, there was -- I remember a lot of talk about, oh, well, all the loggers will just get jobs -- still have jobs in the woods, only instead of cutting old growth, they will be thinning and doing other stuff. But when the emphasis shifted from labor-intensive to equipment-intensive activities, that means fewer jobs. So if that was an assumption that was made as part of the analysis that these logging jobs were transferable, then that was not correct in some cases.

With about half of all contractors from the Olympic peninsula. So by monitoring you find out whether it's the local workers who are getting the jobs or whether it's outside workers getting the jobs. Again, that helps tell you about what happened after this and will help us make some better predictions next time.

Economic assistance grants benefited communities that had the staff and resource to develop projects and apply for monies but provided little benefit to communities without those resources.

So here's a great example of an aspect of resiliency of human and social capital, right? Some communities were in a really good position to cope with this economically and

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

others without that same amount of capital, without that same level of resiliency, suffered a lot more, and we could have predicted that in advance had we had that information available.

Many changes observed in the communities were as a result of the prior restructuring of the forest products industry, national economic trends and demographic shifts.

So when we do monitoring, it starts to allow us to maybe separate out the effects of our management activities from these greater forces that help shape life in small towns in the rural U.S., which is valuable for impact prediction and mitigation next time.

However, for these communities which were highly dependent on the National Forest for timber and served as Forest Service district headquarters -- so they got hit twice -- the loss of timber industry and Forest Service jobs associated with the plan led to substantial job losses and crises in the economic and social capital of these communities, which presumably linger ten years later just like the impacts of the oil spill, you know, can really be tough to overcome over time. So that makes it especially important for us to do a good job of impact assessment because of related mitigation and because we owe it to communities and interest groups and other people to accurately document the social and economic effects so that they can maybe be in a little better position to deal with it.

So, we talked about social and economic indicators, involving cooperators is good in

Social and Economic Aspects of Planning Monitor and Evaluate Monitoring

monitoring especially, and they're usually interested in assisting with monitoring, and so this is a way to help make up for lack of budget sometimes. So give that a try.

Monitor processes as well as outcomes. You know, we talked about how people judge events not just by, say, the equity of the outcome of the plan but by the process from which the plan was developed. So if we monitor processes and ongoing implementation, that can be very useful.

And the final one is that any level of social or economic monitoring is going to be an improvement.

So I really encourage all of you to push for at least one pilot -- you can call it a pilot project, or if there's one particular impact you identify that you're really concerned about, try and argue for monitoring.

So try and do something and try to do it in a collaborative fashion to the extent possible with your cooperators and other partners in the community, which we were doing on the Tokiak National Wildlife Refuge as evident in this picture.